

SUMMARY

This chapter has described a recommended land use plan for Waukesha County, as well as the means by which that plan can be implemented. This summary provides information on the manner in which the preliminary and recommended land use plans for the County were prepared, on the magnitude of the changes envisioned in Waukesha County under "buildout" conditions of those land use plans, and on changes envisioned within Waukesha County under a year 2010 stage of the recommended County land use plan. It also provides information on the means by which the recommended County land use plan can be implemented, including a summary of recommendations dealing with local planning that should be undertaken to refine and detail the County land use plan; the appropriate application of public land use controls; and the potential of other means, such as the purchase or transfer of development rights, which may be used to effectuate the plan.

A preliminary land use plan was reviewed by the Waukesha County Development Plan Advisory Committee late in 1995. The preliminary plan was prepared to be consistent with Committee-approved County development objectives, incorporating to the extent practicable the provisions of all adopted city, village, and town land use plans. In areas where local land use plan recommendations were found to be inconsistent with the County development objectives, the preliminary County land use plan was designed to meet, to the extent practicable, those objectives. In areas where conflicts were found to exist in extraterritorial areas between adopted city or village plans and adopted town plans, the preliminary plan was designed to accommodate whichever local plan was more consistent with the County development objectives. In areas where no adopted local land use plan existed, a recommended land use pattern was prepared in accordance with the County development objectives.

Following Advisory Committee review of the preliminary County land use plan, seven intergovernmental meetings were held throughout Waukesha County to assist local appointed and elected officials to better understand and react to the plan. Utilizing information provided at the intergovernmental meetings and at subsequent meetings held with local elected officials and other representatives of concerned local units and agencies of government, a revised recommended County land use plan was prepared. Similar to the preliminary land use plan,

the recommended land use plan was prepared to meet the County development objectives. The recommended County land use plan is a "buildout" plan. Thus, the planned land use pattern and the resident population, household, and employment levels inherent in that land use pattern reflect conditions which may be expected upon full development of the County in accordance with the plan.

The salient features of the recommended County land use plan are as follows:

1. Urban land uses, consisting of lands devoted to residential; commercial; industrial; governmental and institutional; recreational; and transportation, communication, and utility uses, would, under the buildout conditions of the recommended plan, increase by about 106 square miles, or about 72 percent, from 148 square miles in 1990 to about 254 square miles. Such urban land uses, which comprised about 26 percent of the total area of the County in 1990, would account for about 44 percent of the total area of the County under buildout conditions.
2. Urban residential land use would increase by about 78 square miles, or about 73 percent, from about 108 square miles in 1990 to about 186 square miles under buildout conditions. Under the plan, the proportion of the County devoted to urban residential land uses would increase from about 19 percent in 1990 to about 32 percent under buildout conditions. Of the planned increase in urban residential uses, the major proportion of about 62 percent would be developed at low density, with 20,000 square feet to 1.4 acres of lot area per dwelling unit, and at suburban density, with 1.5 to 4.9 acres of lot area per dwelling unit.
3. The plan envisions a substantial increase in the area devoted to commercial and industrial land uses. Under the plan, commercial land uses would increase by about six square miles, or about 84 percent, from about eight square miles in 1990 to about 14 square miles under buildout conditions. Industrial land uses would increase by about 12 square miles, or about 185 percent, from about seven square miles in 1990 to about 19 square miles under buildout conditions. Commercial and industrial land uses, each of which approximated about 1 percent of the total area of the County

in 1990, would comprise about 2 percent and about 3 percent, respectively, of that area under buildout conditions.

4. Other urban land uses, consisting of governmental and institutional; recreational; and transportation, communication; and utility uses, together, would increase by about nine square miles, or about 35 percent, from about 26 square miles in 1990 to about 35 square miles under buildout conditions. Lands devoted to these uses would increase from about 4 percent of the total area of the County in 1990 to about 6 percent of that area under buildout conditions.
5. Under buildout conditions, nonurban land uses, consisting of environmentally sensitive lands, other open lands to be preserved, prime agricultural lands, rural-density residential and other agricultural lands, and extractive and landfill sites, would decrease by about 106 square miles, or about 25 percent, from about 432 square miles in 1990 to about 326 square miles under buildout conditions. Nonurban land uses, which comprised about 74 percent of total area of the County in 1990, would comprise about 56 percent of that area under buildout conditions.
6. Environmentally sensitive lands, consisting of primary and secondary environmental corridors and isolated natural resource areas, would, under buildout conditions, increase by about two square miles, or by about 1 percent, from 170 square miles in 1990 to about 172 square miles under buildout conditions. This increase would occur as certain floodlands adjacent to primary and secondary environmental corridor lands within planned sewer service areas, currently in agricultural use, revert over time to a natural condition, becoming part of the environmental corridor network as urbanization of adjoining upland areas proceeds. Under buildout conditions, as in 1990, environmentally sensitive lands in the County would account for about 29 percent of the total area of the County. The environmental corridors and isolated natural resource areas are a composite of the best remaining elements of the natural resource base. The plan thus proposes the preservation of such areas in essentially natural, open uses. Under the plan, development within the

environmental corridors and isolated natural resource areas would be limited to that needed to accommodate required transportation and utility facilities; compatible outdoor recreation facilities; and, on a limited basis, carefully sited residential uses at rural densities.

7. Other open lands to be preserved, consisting of rural areas usually adjacent to, but outside, identified primary and secondary environmental corridors and isolated natural resource areas, including lands within the 100-year recurrence interval floodplain, open lands within existing County or State park or open space sites, and lands covered by soils poorly suited for urban development, would total about 11 square miles, or about 2 percent of the total area of the County, under buildout conditions.
8. Prime agricultural lands, under the recommended County land use plan, were identified as farmlands meeting the following criteria: 1) the farm unit must be at least 35 acres in size, 2) at least 50 percent of the farm unit must be covered by soils meeting U. S. Soil Conservation Service criteria for National prime farmland, and 3) the farm unit must be located in a contiguous block of similar farmland at least five square miles in size. Under the plan, prime agricultural lands in the County would decrease by about 47 square miles, or by about 74 percent, from about 64 square miles in 1990 to about 17 square miles under buildout conditions. Such lands, which comprised about 11 percent of the total area of the County in 1990, would account for about 3 percent of the area of the County under buildout conditions. The anticipated loss in prime agricultural lands would occur as a result of planned additional urban development, located primarily within expanding urban service areas, and as a result of the conversion of prime agricultural lands to rural residential and other agricultural uses. Such conversion would occur because the farmlands concerned no longer meet the criteria for designation as prime agricultural land owing to the intrusion of residential development, which disrupts the extensive blocks of farmland which once existed throughout the County. Under the plan, prime agricultural lands would be retained exclusively in agricultural and agriculture-related uses, with

minimum parcels of at least 35 acres in size in order to preserve workable farm units and discourage the intrusion of incompatible urban development into the remaining agricultural areas.

9. Rural-density residential and other agricultural lands are agricultural or related open lands which do not meet the criteria for designation as prime agricultural land, but under planned conditions are proposed to be retained in rural land uses, including rural-density residential use. For purposes of the plan, rural-density residential use is defined as residential use at a gross density of no more than one dwelling unit per five acres of open land. Under the recommended County land use plan, rural-density residential and other agricultural land uses would decrease by about 76 square miles, or about 40 percent, from about 191 square miles in 1990 to about 115 square miles under buildout conditions. Such lands comprised about 33 percent of the total area of the County in 1990 and would comprise about 20 percent of that area under buildout conditions. In accommodating rural residential development, the plan encourages the use of residential clustering techniques which confine dwelling units to a portion of a development site while retaining the rest of the site in open use, thereby preserving the rural character and open space environment historically associated with the County.
10. Areas identified for extractive use under the recommended County land use plan could increase by about five square miles, an increase of about 95 percent, from about six square miles in 1990 to about 11 square miles under buildout conditions. It should be recognized in this respect, however, that mineral extractive activity is an interim use, and further, that mining activity at any given site usually proceeds in phases, with early phases undergoing reclamation while later phases are being mined. Accordingly, the total area of the County being actively mined at any point in time may be expected to be significantly less than 11 square miles.

The plan recognizes that while the County contains an abundance of nonmetallic mineral resources, including sand, gravel, limestone,

and dimensional stone, efforts to extract such resources are increasingly constrained by the continued urbanization of the County. The plan would seek to preserve and protect lands for mineral extraction purposes before the lands are developed for urban use or effectively precluded from extractive use by further urban development of adjacent areas. Extractive land uses, which comprised about 1 percent of the total area of the County in 1990, could comprise as much as 2 percent of that area under buildout conditions.

11. The plan envisions the continued operation of existing sanitary landfills located in the Village of Menomonee Falls and the City of Muskego, with a modest expansion of the Emerald Park site in the City of Muskego. Such landfill areas comprised less than 1 percent of the total area of the County in 1990, and would continue to comprise less than 1 percent of that area under buildout conditions.
12. The substantial increases in urban land uses envisioned under buildout conditions of the recommended County land use plan would result in concomitant increases in resident population, household, and employment levels. Under full buildout of the urban residential areas envisioned under the plan, the resident population of the County would increase by about 204,000 persons, or about 67 percent, from about 305,000 persons in 1990 to about 509,000 persons under buildout conditions. The number of households in the County would also increase, by about 84,000 households, or about 80 percent, from about 106,000 households in 1990 to about 190,000 households under buildout conditions.

These planned population and household levels assume buildout conditions of all urban residential lands indicated on the plan, namely, urban residential development proposed at a density exceeding one housing unit per five acres of land. If all the lands identified in the plan for potential rural residential development were converted to such use at a gross density not to exceed one unit per five acres of land, an additional 43,100 persons, representing 14,900 additional households, could be accommodated in the County under buildout conditions. Under such conditions,

the recommended County land use plan would accommodate a total resident population of about 552,000 persons and would accommodate about 205,300 households.

Under the recommended County land use plan, the number of employment opportunities, or jobs, in the County would increase by about 200,000 jobs, or about 116 percent, from about 172,000 jobs in 1990 to about 372,000 jobs under buildout conditions.

13. Under the recommended plan, most of the proposed new urban development within the County would be served with public sanitary sewer facilities. In addition, public sanitary sewer service would be extended to certain urban areas existing in 1990 but lacking such facilities. In 1990, about 82 square miles, or about 57 percent of the total developed area of the County, and about 218,000 persons, or 71 percent of the total resident population of the County, were served by public sanitary sewer facilities. Under the recommended plan, about 198 square miles, or 78 percent of the developed urban area, and about 452,000 persons, or 82 percent of the total population of the County, would be served by public sanitary sewer facilities.
14. The resident population, household, and employment levels presented for the recommended County land use plan would occur under full buildout conditions of that plan. Those levels are, for the most part, an outgrowth of the local plans which were incorporated into the County land use plan. A comparison of the buildout resident population, household, and employment levels with the population, household, and employment levels projected under the Regional Planning Commission's 2010 intermediate- and high-growth scenarios provides a useful perspective on the scale of the growth inherent in the recommended County land use plan. The intermediate-growth projection was utilized by the Commission in the preparation of the adopted year 2010 regional land use plan.

The resident population and household levels envisioned under buildout conditions of the urban residential areas on the recommended County land use plan would approximate the year 2010 levels projected under the Com-

mission's high-growth scenario. The population and household levels possible under buildout conditions are within 7 percent of the levels projected under the high-growth scenario, with the population level under plan buildout conditions being slightly lower than the projected population and with the plan buildout household level being slightly higher than the projected households. The population and household levels under plan buildout conditions would substantially exceed, by about 145,000 persons or about 40 percent, and by about 58,000 households or about 44 percent, respectively, the levels projected under the intermediate-growth scenario.

Total employment in the County under buildout conditions would be substantially greater than the year 2010 projected levels. The number of jobs in the County under buildout conditions would exceed the year 2010 high-growth scenario employment projection by about 115,000 jobs, or about 45 percent, and would exceed the intermediate-growth scenario employment projection by about 172,000 jobs, or about 86 percent.

15. The land use configuration proposed under the recommended County land use plan cannot occur immediately, but must emerge gradually over time. The buildout conditions will probably occur sometime after the year 2020. For this reason, it becomes necessary to stage the development of the recommended County land use plan. The staging period covers the time period from 1990 to the year 2010. The year 2010 was chosen as the end of the staging period because it coincides with the target date of the Regional Planning Commission's most recently completed and adopted land use plan. Comparisons can thus be made between the resident population, household, and employment levels envisioned under the 2010 stage of the County land use plan and the population, household, and employment levels projected under the intermediate- and high-growth scenarios.

Under the 2010 stage of the recommended County land use plan, the resident population of the County would increase by about 80,000 persons, or about 26 percent, from about 305,000 persons in 1990 to about 385,000 persons under 2010 conditions. Similarly, the

number of households would increase by about 37,000, or about 35 percent, from about 106,000 households in 1990 to about 143,000 households by the year 2010. The number of employment opportunities, or jobs, would increase by about 77,000, or about 44 percent, from about 172,000 jobs in 1990 to about 249,000 jobs by the year 2010.

16. The resident population level envisioned under the 2010 stage of the recommended County land use plan is about 21,000 persons, or about 6 percent, greater than the level envisioned under the intermediate-growth projection; and is about 145,000 persons, or about 27 percent, less than the level envisioned under the high-growth projection. Similarly, the level of households is about 11,000 households, or about 8 percent, greater than the level envisioned under the intermediate-growth projection; and is about 34,000 households, or about 19 percent, less than the level envisioned under the high-growth projection. The level of employment envisioned under the 2010 stage of the plan is about 49,000 jobs, or about 24 percent, greater than the level envisioned under the intermediate-growth projection; and is about 9,000 jobs, or 3 percent, less than the level envisioned under the high-growth projection.

The recommended County land use plan as described herein provides a design for the attainment of the urban and rural development and open space preservation objectives recommended by the Advisory Committee. However, the plan is not complete until the means to implement the plan, or to convert the plan into action policies and programs, are specified. The various actions required to implement the plan were described in the last section of this chapter. The most important plan implementation actions pertaining to the urban development areas, rural development areas, and prime agricultural areas envisioned under the plan may be summarized as follows.

1. Under the recommended plan, intensive residential, commercial, industrial, and institutional land uses are proposed to be located primarily within planned urban development areas, which would be provided with basic urban facilities and services, including, most importantly, public sanitary sewer service. One of the initial steps recommended for implementation of the County land use plan

as it pertains to the proposed urban development areas is the preparation of detailed development and redevelopment plans for the residential neighborhoods and special-purpose districts which comprise the urban service areas. Within the context of the County land use plan, the concerned cities, villages, and towns should prepare detailed development plans for each neighborhood or special-purpose district where significant growth or change may be expected to occur over the next two decades. The concerned cities, villages, and towns should review and adjust zoning regulations to ensure the proper staging of the anticipated development over time. In this respect, the application of urban zoning districts should proceed incrementally, and the premature zoning of lands for urban use should be avoided so as to prevent the creation of additional isolated urban enclaves and incomplete neighborhoods. Accordingly, the developable lands concerned should remain zoned for their current use until urban development is imminent.

2. Recommended plan implementation efforts within the proposed rural development areas similarly include additional local planning efforts to refine and detail the general recommendations of the County land use plan and the necessary adjustment of zoning to implement the plan, as refined. Such planning and zoning should be carried out in accordance with the guidelines set forth in this chapter. First, new residential development should be limited to an overall density of no more than one dwelling unit per five acres of open land within each rural development area. This density is intended to provide a basis for determining the maximum number of additional dwelling units which should be accommodated. The determination of permitted gross residential density in such areas could be calculated on an areawide basis and include in the calculation rural-density residential and other agricultural lands, primary or secondary environmental corridors and isolated natural resource areas, and other open lands to be preserved, as designated under the recommended plan, excluding major lakes and major public land holdings.

Second, to the maximum extent practicable, the dwelling units which may be accommodated in accordance with the overall five-acre

density should be developed using residential cluster development designs. The residential clusters should be limited in size, surrounded by open space, and, as may be necessary, contain open space. The clustered lots should be no larger than necessary to accommodate the residential structure, driveways, and desired yards, including as necessary space for an onsite sewage disposal system and replacement system area. The lot size may be reduced when a sewage collection system is installed and sewage treatment provided at a common waste treatment facility. Such a facility could consist of a large common holding tank or a large common soil absorption sewage disposal system operated as a public utility. Water supply could also be provided by distribution mains served by a common well operated as a public utility.

Third, to the extent practicable, residential clusters should be located in areas which are visually screened from arterial roadways, so that existing rural open space vistas are maintained; should be carefully adjusted to topographic and other natural features, taking full advantage of the settings provided by those features without causing undue disturbance; and should be buffered from nearby agricultural or mineral extraction lands, as appropriate, so as to minimize conflicts between farming or mining and residential uses.

Fourth, other intensive land uses should be limited to uses which are consistent with the rural character of the area or otherwise essential to the area such as, among others, animal hospitals and veterinary clinics, riding stables, plant nurseries, greenhouses, and garden shops. In general, office, commercial, industrial and storage uses and the types of retail and service uses that are provided as a matter of convenience and necessity in urban residential neighborhoods should not be considered appropriate within rural planning areas.

Fifth, lands in the rural planning areas which are not designated for residential use or other compatible intensive use should be retained in agricultural and other open space uses. Potential agricultural uses include traditional farming activity, plant nurseries and tree farms, orchards, hobby farms, and community

supported agriculture. Land not used for agricultural purposes should be kept free of development, except for recreational trail facilities and access facilities for the benefit of those who own an interest in the land.

It should be noted that in many cases it will be necessary to revise zoning and subdivision control ordinances to accommodate the recommended residential cluster development designs. Clustering may be accommodated in rural areas through a variety of zoning approaches. Clustering may be permitted by conditional use or by right in a basic district; may be permitted in an overlay district; and may be optional or mandatory. In addition, when the concept of transferrable development rights is used, residential clustering principles can be used on a communitywide basis to achieve better site designs and preserve open space. Subdivision regulations regarding street improvement standards, sewer and water facilities, stormwater management, landscaping, and open space preservation may also need revision adequately to promote and regulate cluster development. Residential cluster zoning provisions must require the use of legal restrictions to ensure the preservation of lands which are to be permanently preserved in agricultural or other open space use.

3. Areas which have been designated prime agricultural land should be placed into an exclusive agricultural zoning district, which should essentially permit only agricultural and agriculture-related uses. Such a district should provide for a minimum parcel size of 35 acres and prohibit incompatible urban development. No structure or improvement should be permitted unless it is consistent with agricultural use. In general, residences should be limited to those required for the farmer, farm laborers, and parents and children of the farmer. Purchase of development rights programs, which involve the use of public or private funding to acquire development rights to privately held lands, thereby ensuring the permanent preservation of such lands in agricultural use, may be used to supplement protective agricultural zoning.
4. Areas which have been identified as primary environmental corridors, secondary environmental corridors, and isolated natural

resource areas occur in both urban and rural development areas and also in prime agricultural areas. Environmental corridors and isolated natural resource areas should be placed in one of several zoning districts, depending upon the type and character of the natural resource features to be preserved and protected. All lakes, rivers, streams, wetlands, and associated undeveloped floodlands and shorelands should be placed in lowland conservancy or floodplain protection districts. Development of, and around, man-made bodies of water created incidental to non-metallic mining should be governed by the required site operations and reclamation plans. Upland woodlands and areas of steep slopes should generally be placed in appropriate upland conservancy, rural-density residential, or park and recreation districts. Through proper zoning, residential development should be confined to upland environmental corridors, excluding areas of steep slopes, and should be limited to a density of no more than one dwelling unit per five acres, with provision made as may be appropriate for clustering. Zoning of these lands should accommodate necessary public facilities, such as streets and highways, utility lines, and engineered flood control facilities, but should require that the location, design, and development of the facilities concerned be sensitive to the protection of the existing resource features, and require that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.

6. Implementation of the land use plan should also be furthered by the adoption of official map ordinances. Cities, villages, and towns should prepare and adopt local official maps pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in detailed neighborhood unit development, special-purpose district, or rural area development plans, as those plans are prepared over time. It should be noted that official maps and the counterpart for counties, county highway width maps, provided for under Section 80.64 of the Wisconsin Statutes, also provide an important means to reserve land for future use as arterial streets and highways. Recommen-

dations with respect to the use of local official maps and county highway width maps to implement the recommended arterial street and highway system plan are presented in the next chapter of this report.

7. Land subdivision ordinances should be adopted by the County and local units of government as a basis for the review and approval of subdivision plats and certified survey maps. Any proposed departure from the adopted detailed local development plans should be carefully considered and approved only if such departures are found to be in the public interest. It should be noted that the existing Waukesha County subdivision control ordinance applies only to the statutory shorelands within the unincorporated area of the County. The plan recommends that the County adopt a subdivision control ordinance effective throughout the entire unincorporated area of the County. With such an ordinance in place, the County would be able to strengthen plan implementation efforts, particularly in those cases where the County and towns are not able immediately to adjust existing zoning in accordance with the plan.

Implementation of the County land use plan would achieve land use development and open space preservation objectives long espoused by the Regional Planning Commission. Intensive urban development would be directed to clearly defined urban development areas, where basic urban service and facilities, particularly public sanitary sewer service, can be provided most efficiently. The most important remaining elements of the natural resource base, encompassed largely in the identified environmental corridors and isolated natural resource areas, would be preserved. The remaining large blocks of prime agricultural land would be preserved. Lands located outside the proposed urban development areas would be retained in rural uses; the rural character and natural beauty of the County would be preserved.

The key recommendations of the County land use plan will require modest changes to, but by no means complete revision of, the existing set of land use regulations currently in effect within the County. Most of the prime agricultural lands recommended for preservation under the plan have already been placed in exclusive agricultural zoning districts under existing zoning. Moreover, the very low overall density recommended for rural devel-

opment areas may be achieved in most areas of the County without a reduction in the densities established under existing zoning. Changes in zoning ordinances should, however, be required to permit, or, preferably, mandate, the use of cluster development designs to achieve the overall recommended rural densities while preserving desired open space areas. Another significant change to the existing land use regulatory framework would be the extension of the County land subdivision ordinance beyond the statutory shoreland areas to the entire unincorporated area of the County.

It should be noted that 23 of the 28 city, village, and town land use plans completed and adopted as of June 1995 were found to be substantially consistent with the recommended County land use plan. Two town plans, those prepared by the Towns of Lisbon and Merton, were found to be inconsistent with the recommended County land use plan with respect to preservation of environmental corridors and a sound urban growth pattern. Three town plans, those prepared by the Towns of Delafield, Mukwonago, and Waukesha, were found to be inconsistent with the recommended County land use plan with respect to preservation of environmental corridors. The map in Appendix F presents the findings of an analysis of consistency between adopted local land use plans and the recommended County land use plan.

Of particular importance in implementation of the County development plan is the maintenance of the rural character of areas of the County located beyond the proposed urban development areas and prime agricultural land areas. Many options exist relative to the specific pattern of land uses which may be accommodated and the application of zoning and other measures to ensure the maintenance of rural character in these areas, as indicated in this chapter. Adherence to the plan recommendations for rural development areas, particularly those relating to the clustering of residential development and the retention of surrounding open space, would yield a number of public benefits. Rural character and appearance would be maintained. Wetlands, woodlands, and wildlife habitat areas would be substantially preserved. Some agricultural uses could be sustained, although perhaps in somewhat different forms than in the past, such as through community supported agriculture arrangements. Public infrastructure development and service costs would be controlled. Environmental and developmental problems attendant to widespread intensive unsewered urban development would be avoided. With rural character and open space maintained, the rural development areas would provide form and structure to the more intensive development that is proposed to occur within the planned urban development areas of the County.

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